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ONTARIO

DEPARTMENT OF LABOUR

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TORONTO, ONTARIO.
OCTOBER, 1966.



DEPARTMENT OF LABOUR

The Honourable George A. McGillivray,
Commissioner,
The Royal Commission on The Workmen's Compensation Act.

A large part of the legislation assigned to the Department of Labour by the Legislature or the Lieutenant Governor-in-Council deals with the safety, health and welfare of workers in the course of their employment, except in mines and associated establishments under the jurisdiction of the Department of Mines, and with public safety.

The Department's safety legislation has been brought up-to-date following the general principles set down in the Report of the Royal Commission on Industrial Safety in 1961. This legislation is administered through five branches of the Safety and Technical Services Division. The supervision and co-ordination of the functions of this group are effected through the Director of Safety and Technical Services who reports directly to the Deputy Minister.

The five branches and the statutes, regulations and codes which each administers are as follows:-

BOILER INSPECTION BRANCH

Boilers and Pressure Vessels Act, 1962-63 and
Reg.39, R.R.O. 1960.

A.S.M.E. Boiler and Pressure Vessel Codes.

C.S.A. Standard B51, 1965, Code for the Construction
and Inspection of Boilers and Pressure Vessels.

C.S.A. Standard B52, 1965, Mechanical Refrigeration Code.

CONSTRUCTION SAFETY BRANCH

Construction Safety Act, 1961-62, as amended by 1962-63, c.22 and 1965, c.19 and Ont.Reg. 170/62.

Department of Labour Act, R.S.O. 1960, c.97, as amended and Ont.Reg. 100/63 (Underground Work).

Trench Excavators' Protection Act, R.S.O. 1960, c.407, as amended 1965, c.133 and Reg. 559, R.R.O. 1960.

ELEVATOR INSPECTION BRANCH

Elevators and Lifts Act, R.S.O. 1960, c.119, as amended 1961-62, c.38 and 1965, c.35 thereto and Ont.Reg. 4/66 (General) and 262/65 (Ski Lifts).

Construction Hoists Act, 1960-61, and Ont.Reg. 311/62.

C.S.A. Standard B44, 1966, Safety Code for Elevators, Dumb-waiters and Escalators.

INDUSTRIAL SAFETY BRANCH

Industrial Safety Act, 1964, and Ont.Reg. 196/64 (General), Ont.Reg. 197/64 (Foundries) and Ont.Reg. 225/65 (Grain Elevators).

OPERATING ENGINEERS BRANCH

Operating Engineers Act, R.S.O. 1960, c.282 and Reg. 473, R.R.O. 1960.

Operating Engineers Act, 1965. This Act and Regulations will be proclaimed shortly.

THE DIRECTOR'S OFFICE

The Director and his assistant are professional engineers. The staff includes a research engineer whose task it is to provide factual information on the latest safety measures and codes as directed and to act as secretary to the Board of Review of The Operating Engineers Act, 1965. Two stenographers make up a total of 5 for the Director's Office. The Director maintains liaison with the Labour Safety Council of Ontario, the Workmen's Compensation Board, the Hydro Electric Power Commission of Ontario, as well as other government departments and commissions. He also represents the Department on committees dealing with occupational safety such as the Reactor Safety Advisory Committee of the Atomic Energy Control Board.

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THE BOILER INSPECTION BRANCH is headed by the Chief Inspector of Boilers. His staff consists of an assistant Chief Inspector, a professional engineer, two examiners of designs, an examiner of welding, a western division supervisor, an eastern division supervisor and 38 field inspectors. In addition to the technical personnel, the necessary clerical staff brings the total to 65.

Designs of new boilers and pressure vessels are examined and approved before fabrication and Branch inspectors inspect this new equipment during fabrication. New boilers, pressure vessels and pressure piping are inspected during installation, annually while in service, and preceding and following major repairs. Boiler inspection insurance companies are required to furnish the Department with copies of their inspectors' reports of annual inspections. Pressure vessels of all types manufactured in other countries or other provinces are permitted to be used in Ontario only if their drawings have been approved and the normal inspections during construction have been made by responsible authorities. These include the United States National Board of Boiler Inspectors on which our Chief Inspector of Boilers serves as a director.

The testing of operators for the welding of boilers and pressure vessels and high pressure piping and for the approval of welding procedures are additional services rendered by Departmental inspectors who are highly respected for their knowledge of the most modern welding procedures and materials.

The Act requires that certificates of qualification, granted after the passing of a written examination, be held by every boiler inspector, not only on our own staff, but also on that of every insurance company insuring boilers and pressure vessels in Ontario. Thus, inspectors of firms from Buffalo, Detroit, Montreal, etc. insuring Ontario boilers come under the requirement of annual renewal of their certificates so as to fall in line with Ontario's inspection standards.

In the last fiscal year, 38 inspectors inspected 53,928 boilers, pressure vessels and plants, investigated 28 accidents and explosions, made suitable directions to prevent similar failures and condemned 35 pressure vessels and 32 boilers. The Branch approved 3,021 new designs, issued 265 certificates of competency to boiler inspectors from boiler insurance companies and tested 8,633 welders.

THE CONSTRUCTION SAFETY BRANCH is headed by a professional engineer whose title is Engineer and Chief Officer. He has on his staff another professional engineer, 12 construction safety officers 4 inspectors of caissons and a clerical staff, making a total of 20.

This Branch is concerned with the safety of workmen engaged in the construction, alteration, repair, demolition or removal of buildings or other structures, streets and highways, in the excavation of trenches and in underground work in shafts and tunnels, caissons, coffer dams and any work under compressed air.

The Branch's inspection staff work with the 246 municipally appointed inspectors enforcing The Construction Safety Act, and the more than 1,000 inspectors enforcing The Trench Excavators' Protection Act. The Branch officers instruct, advise and assist the municipally appointed inspectors, make regular visits to each municipality to carry out joint inspections and discuss interpretation and policy matters with local authorities.

Last year there were 106,564 inspections of construction sites which resulted in 244 charges and 85 convictions. Stop-work orders were issued in 2,005 cases where dangerous working conditions existed and orders to correct unsafe conditions numbered 12,450. Caisson inspectors made 3,637 inspections on 519 projects that involved 165,413 lineal feet (30.5 miles) of tunnelling.

THE ELEVATOR INSPECTION BRANCH is staffed by a Chief Inspector of Elevators, an assistant Chief Inspector, 2 professional engineers, 23 inspectors and 12 clerks, a total of 39.

Provincial elevator legislation provides for the safety of persons using elevators, escalators, dumb-waiters, incline lifts, ski lifts, ski tows and construction hoists, thus broadening the scope of the Department's accident prevention services to encompass the field of public safety.

In order to achieve the desired standard of safety, the Branch first requires that all elevator contractors be registered annually with the Chief Inspector. Next, the drawings and specifications for every new installation or "major alteration" must be approved by an engineer of the Department prior to the commencement of construction. When the work indicated in such approvals has been completed, an elevator inspector makes a complete inspection of the installation and then, if it complies in every way with the code, the device may be granted its annual licence. Henceforth, these, as well as all the previously existing installations, are inspected annually.

In the last fiscal year the engineers approved 1,206 sets of drawings while the inspectors made 7,989 inspections of regular installations and 1,566 inspections of construction hoists. The work load for this year has been tremendously increased due to the fact that the Branch is now responsible for annual inspections of all the installations formerly inspected by insurance inspectors. Accordingly, the inspection and clerical staffs are being increased to cope with the added volume of work.

THE INDUSTRIAL SAFETY BRANCH is comprised of two sections, the Engineering Section and the Safety Section. The Director of the Branch is a professional engineer and, in order to facilitate the application of some portions of the Act, he also has the title of Chief Inspector. He has on his staff an assistant, a chief engineer, 4 regional managers, an office manager, 10 professional engineers, 6 engineer's assistants, 1 foundry inspector, 59 industrial safety officers and 31 clerical personnel, a total of 115.

The Engineering Section, under the authority of Section 16 of the Act, examines and approves drawings and specifications of factories, shops, office buildings and grain elevator ventilation systems prior to their construction or alteration. The examination includes a check of the structural stability of the buildings, a survey of the means of rapid egress in case of fire, an assessment of employee service facilities provided, based on the proposed occupancy figures, and a thorough appraisal of the possible health and fire hazards which may arise because of the manufacturing processes to be carried on in the industrial plant. The latter

aspect of the examination often requires the assistance of an occupational health specialist from the Environmental Health Branch of our Department of Health, whose initial contribution is usually made during a discussion in the engineer's office with members of the industry's technical staff and their outside consultants. Later on, the results of the examination may require that the Ontario Water Resources Commission and the Air Pollution Control Division of the Department of Health be informed that there will be industrial wastes to be disposed of. It is also possible that electrical hazards may be present, in which case, the Hydro Electric Power Commission of Ontario is informed or consulted. Finally, the applicant is instructed to consult any other Branch in the Department whose legislation is applicable to the project.

When the approved construction has been completed, the engineer's assistants employed in the Section go out to the job with the file copy of the approved drawings and check that the project complies with all of the Department's requirements. Acceptable changes are noted on the file copy and deficiencies are later ordered rectified by the approving engineer.

Drawing approval also includes the approval of exhaust ventilation systems required in foundries under the authority of the Foundry Regulations. These approvals are done by an engineer who specializes in this field and a follow-up inspection, similar to that done for buildings, is made by the foundry inspector who also makes regular inspections of existing foundries.

The engineers of the Section are also responsible for making investigations of fires and explosions, particularly where fatalities occur, and for making joint inspections with Industrial Safety Officers or Supervisors, where there is an engineering problem.

The Safety Section of the Industrial Safety Branch, organizes the Province into four regions, Southern, Central, Eastern and Northern. Each region has a manager and one or more supervisors. The regions are further divided into districts, each with a District Industrial Safety Officer. Each region also has 3 female inspectors, whose prime concern is for the welfare of the female employees in their regions.

The duties of the industrial safety officers are many and varied. They are required to make regular inspections of all industrial establishments in their districts and issue directions regarding unsafe machines and practices, inadequate ventilation, fire safety and sanitary facilities, and poor housekeeping. Many of their visits are special calls at the invitation of management, who often seek and value the advice of the officers when contemplating the introduction of new machines or processes which may be hazardous.

The directions issued by the officers are followed up by head-office and in the event that the employer does not complete the required work in a reasonable time, and so inform the head-office, the officer is required to make a call-back inspection to review the progress, if any, and possibly recommend prosecution.

The demands on the facilities of the Safety Section continue to increase to keep in step with Ontario's industrial expansion. In the fiscal year ending March 31st, 1966, 59 officers made 59,688 inspections and issued 53,632 directions to correct violations of the Act and Regulations.

THE OPERATING ENGINEERS BRANCH consists of a Board of Examiners, 6 inspectors and an office staff of 11 persons, totalling 21.

The role of this Branch is to ensure that competent personnel are operating all steam heating and power plants, compressor plants, refrigeration plants and hoisting machinery falling in the categories designated by The Operating Engineers Act.

In order to achieve this standard of safe operation, the Board of Examiners conducts examinations of persons applying for certificates for the various classes of stationary engineers and hoisting engineers. Further to this programme, the Board has recently updated the "Basic Power Plant Engineering" text book and republished the "Operating Engineers Handbook".

The 6 inspectors travel the Province and visit power plants, industries and construction sites to determine if the various installations are staffed with properly qualified personnel. Last year the Board conducted 3,148 examinations and issued 4,378 registration certificates to plant owners and 31,561 certificates of qualification to operating engineers.

LIAISON WITH THE ACCIDENT PREVENTION ASSOCIATIONS is considered to be of prime importance and is particularly applicable to our Construction Safety and Industrial Safety Branches. The engineers and officers of these branches are always available to assist with the programmes for meetings and courses sponsored by the Accident Prevention Associations. This participation is usually in the form of talks on Department of Labour legislation and its enforcement. On the other hand, the Department when training its own staff takes advantage of the films and other educational material available from the Accident Prevention Associations.

By mutual agreement, when Accident Prevention Association Counsellors detect a violation of one of the Department's Acts, such as the absence of an elevator licence or a Boiler Certificate of Inspection, a written notice is sent to the appropriate Branch Head. Conversely, when an Officer of the Department sees that an employer or his supervisory staff could benefit from an organized safety education programme, the appropriate Accident Prevention Association is so informed. This co-operation is apparent between field officers and counsellors, as well as at management level.

THE LABOUR SAFETY COUNCIL OF ONTARIO

This Council, though not responsible to the Director of Safety and Technical Services, works with him and the Workmen's Compensation Board toward the common goal of accident prevention. It was formed in December, 1961 on the recommendation of the Royal Commission on Industrial Safety and originally consisted of a Chairman, 6 members and a secretary.

In January, 1966, the Council was reconstituted so that its present membership includes a Chairman, the presidents of the seven Accident Prevention Associations and corresponding senior labour representatives. The Council is now assisted by a full time staff under an Executive Director.

It is the duty of the Labour Safety Council to advise the Minister of Labour on all matters pertaining to safety education, enforcement of legislation and accident prevention. The Council may be called upon to suggest improvements in programmes and in co-ordination between programmes. It is also expected to advise on any proposed legislation or regulations referred to it by the Minister and to continue to review existing legislation.

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